draft and appendices must be secured. Also, "cameraready" copies of original graphs, charts, the report cover, and all other support materials must be obtained.

The final report may require several more days of intensive effort to incorporate comments received from independent reviewers, site management, and the technical editor. The chairperson will need to determine how these comments will be handled if the board members have returned home to their normal duties.

#### **Investigation Closeout**

- The chairperson should determine which of the board members and advisors can be released immediately after the contractor outbriefing and who may be needed to participate in briefings and to complete the final report.
- The chairperson should assure that all of the items provided to the board by the site are returned; the work space evacuated; and, if necessary, formal control of the accident site is returned to the contractor(s) upon completion of the investigation activities.
- The chairperson should write appreciation letters to be distributed to everyone assisting in the onsite investigation activities. A separate appreciation letter should be drafted for the board members, advisors, and administrative support personnel and their managers.
- a The chairperson should ensure that the board can be reached by overnight mail, fax, and telephone, and that members will be available until the report is accepted by the appointing official.

### Accident Investigation Day Planner: A Guide for Accident Investigation Board Chairpersons



December 1997

Office of Oversight, EH-2
DOE Accident Investigation Program, EH-21

- Encourage the authors to consult with each other often so they are familiar with the general content of each section, and can then build on the sections presented sequentially in the report before their own sections.
- 🙉 It is recommended that a board member begin identifying and developing captions for photographs and sketches as early as possible, as these are more time-consuming than might be anticipated.
- Reviewing lessons learned from past investigations can be helpful in identifying problems that typically arise during investigations, and can provide insights from past board members. However, since each accident is different, caution should be exercised not to make assumptions based upon the results of other reports.
- It is recommended that a draft report never be distributed at briefings, provided to managers, or distributed without strict control for the factual accuracy review. As long as the report remains in draft form, it is the chairperson's responsibility to control its distribution.
- A previous chairperson released the final draft report to selected officials during the outbriefing, and later discovered that the report had been reproduced and widely distributed both onsite and offsite. Additionally, the report was being referenced as if it were official and complete before it had been officially approved for release.
- The chairperson should ensure that all the materials required for final report preparation will be available wherever that report will be produced. The computer disks (including backup disks) of the most current report

Obtain different colors of paper for printing the draft versions of the report so that they can be identified immediately by color.

#### **Report Writing and Production**

- Many previous boards have conducted thorough and competent accident investigations, yet failed to communicate the results effectively in the report. As a result, the root causes, judgments of need, and lessons learned often appear unsupported or are lost in a mass of detail.
- a The prologue should interpret the accident's significance as it relates to the affected site, other relevant sites, field offices within the DOE complex, and DOE Headquarters.
- a The Executive Summary should not include a laundry list of all the facts, conclusions, and judgments of need. Rather, to be effective, it should summarize the important facts, causal factors, and judgments of need.
- ©4 Site and facility diagrams and organizational charts for relevant management systems may be appropriate to include either in the Introduction or in the Facts and Analysis section. However, include this information only when it is needed to clarify the role of related organizations in the context of the accident.
- Avoid lengthy narratives. It is more important to lay out the facts in a clear, concise manner understandable to the reader. Precede the bulleted facts with a statement identifying them as such, and include facts only not conjecture, assumptions, analysis, or opinion.

#### We Need Your Help

improv	ring this Day Pl	lanner. Ple	ease send or	fax any				
Your comments and suggestions are invaluable to us for improving this Day Planner. Please send or fax any comments to the address at the bottom of this page. Include your own name and address if you would like updates as they are issued.	· · · · · · · · · · · · · · · · · · ·							



Office of Oversight
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out and report deficiencies in management systems.

- Investigators should not work independently to derive judgments of need. All judgments of need should be derived in groups of two or more to assure that merits and validity of each are openly discussed and that the judgments of need flow from the facts and analyses of the investigation.
- In change analysis, differing events and conditions are systematically reviewed and analyzed to determine potential causes.
- In any accident, there may be a series of causal factors, one leading to another. One of the most critical responsibilities of the investigation team is to pursue each factor in the series, until the board is assured that actual root causes are identified. Regardless of which technique is used, the main focus of the board should be finding concise and valid root causes.

#### **Administrative Coordinator Activities**

- © Obtain a current list of phone and fax numbers for pertinent individuals and offices at DOE-HQ and the local operations office, and obtain copies of site and local phone directories.
- Protect all records relating to the accident until the investigation activities or analysis of those records determine that they are not relevant to the accident.
- Create a roster of board members and advisors that includes mailing address (no PO box numbers), and office, fax, and home phone numbers.

- Intact and complete evidence is the foundation of a successful accident investigation.
- A Fluids emanating from equipment or vehicles may quickly evaporate or be absorbed by surrounding materials. Therefore, fluid samples should be taken quickly.

#### **Conducting Analyses**

- 🖾 Delegating responsibility for complex analysis to one individual can produce inferior results. Analyses are strengthened by the input of a variety of individuals.
- A good method for displaying the facts is to list them on multi-colored notes and put them up on a wall. This method is used to develop the events and causal factors chart.
- Conduct preliminary analyses early in the investigation to help direct the facts collection process. Interaction between the analysis team and the interviewers is critical.
- The purpose of any analytic technique in an accident investigation is to answer the question "how did it happen?"
- The process of determining causal factors seeks to answer the question "why?"
- Root cause analysis should be conducted for every accident, regardless of severity or complexity. Minor incidents often foreshadow the occurrence of more serious events.
- Even though the board should avoid placing individual blame for an accident, the board has an obligation to seek

#### Introduction

The Accident Investigation Day Planner is intended to help accident investigation board chairpersons manage the many day-to-day activities necessary to bring an accident investigation to successful completion.

You may think of the Day Planner as an administrative assistant that will help you organize your time and tend to the many details required to keep an investigation on schedule and on track. It includes a daily two-page calendar, an address book section, an action item section, a valuable tips section, and some forms that you may find useful.

The section entitled **Starting the Investigation** provides some information that you will need before you begin the investigation. It discusses your role as board chairperson and the personnel needed to support the investigation.

The **Tips** section includes lessons learned and tips recommended by previous Type A investigation boards.

The Calendar section includes pages for each of the 30 days necessary for a typical accident investigation. You may notice that the dates and days of the week are not included on the calendar. That's because the 30-day investigation begins on the day the appointing authority establishes the board's authority, which may fall on any day of the week. That's Day 0. For the next 30 days, the Day Planner will help you schedule your time by providing you a place to keep track of your schedule and by providing information that will help you conduct the investigation.

The information is keyed to the predicted progress of the investigation. For each day, you will see a brief discussion of a topic that is relevant to the investigation at that point and a to-do list of tasks that should be accomplished on that day.

Information is not presented in a strict chronology. Because it is impossible to predict the progress of an investigation perfectly, the information presented is keyed to phases of the investigation rather than specific days, so be sure to read ahead.

The **Action** section provides a separate area for you to list topics or items that require follow-up. These pages have been printed on colored paper for easy identification.

The **Addresses** section includes some addresses and telephone numbers that you may need as well as space to enter other names and addresses, and space for business cards.

The **Forms** section includes forms that outline board chairperson and administrative coordinator responsibilities as well as a checklist of needed supplies, tools, equipment, and useful documents.

We encourage user input. Please send any feedback or requests for future revisions to the address below, or use the feedback form we've included on page iii.

Office of Oversight
DOE Accident Investigation Program, EH-21
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fax: 1-301-903-4120

Witnesses should understand that follow-up interviews are routine, and are not a reflection on their statements.

Ensure that the interviewee is at ease during the interview. Some suggestions for raising the comfort level is giving the interviewee an agenda in advance, explaining the role of the court reporter, having a portion of the interview "off the record" without the court reporter present, dressing appropriately, and interviewing senior managers in their own offices.

The investigator should first get the overview picture of the accident, and then expand information with careful questioning.

A Having a set of photographs or sketches of the accident scene can be helpful during the interviews.

#### **Evidence Collection**

Never discard anything — even items that appear trivial at first may prove useful later in the investigation.

As soon as possible, determine the medical condition and fitness-for-duty status of those injured in the accident and others who are directly involved in the accident.

If the accident occurs in an area that makes securing the accident scene difficult, the walkthrough may be the sole opportunity to collect and preserve critical evidence.

a Carefully document evidence at the time it is obtained or identified.

Enlist the aid of technical experts when making decisions about handling or altering physical evidence.

- Establishing a weekly conference call with managers representing DOE-HQ, the local operations office, contractors, and selected members of the board is recommended. A written status report should be prepared and faxed to the participants the day before the conference call is scheduled.
- Previous boards have found that a "hotline" phone number that one can call with questions or to provide information in confidence has been useful.

#### Interviewing

- Although interviews need to be conducted as soon as possible in the early stages of the investigation, a structured list of questions should be developed by the board and approved by the chairperson to ensure that all aspects of the information needed are included.
- Audio taping the interviews has not been successful on past investigations. It is very labor intensive and time consuming to transcribe the tapes, and the reliability of information is questionable. Using court reporters is a preferred method of documenting the interviews.
- Interview transcripts should be reviewed for accuracy by the interviewee. By using court reporters these transcripts are generally available within 24 hours and are very accurate.
- For less formal interviews, the interviewer can take notes or use a secretary with shorthand skills.
- Begin interviewing as soon as possible so that individuals realize they will be sources of information, not targets of blame.

#### Starting the Investigation

In addition to the information included on the calendar pages of this Day Planner, some of the overview information in this section may help you in the beginning of the investigation.

#### **Objective**

The objective of the accident investigation is to determine *what* happened, and *why* it happened, *not to fix blame*. The results of accident investigations can help managers eliminate underlying causes and prevent similar accidents across the complex.

#### The Role of the Board Chairperson

The chairperson is the manager of the accident investigation process. The process should be managed as a complex project and should be closely controlled in order to be successful and efficient. The investigation must remain focused while confronted with a significant workload, finite time constraints, sensitive issues, and a dependence on the cooperation of others. In addition to managing the investigative process, the chairperson must skillfully manage relationships among board members and between the board and organizations external to the board.

While management responsibilities may preclude the chairperson from participating in the detailed investigative tasks, he/she should be fully informed of those activities and be the driving force behind all decisions related to the investigation. The chairperson represents the Department in all matters pertaining to the investigation.

Some of the chairperson's first decisions and actions will greatly influence the entire investigation. The chairperson should be prepared to initially:

- ➤ Establish lines of communication with the affected DOE headquarters office, the local DOE office, and the site contractor(s) involved.
- ➤ Establish a preliminary accident investigation schedule, including milestones and deadlines.
- ➤ Make assignments and ensure that all board members clearly understand their responsibilities.
- Establish a schedule for meetings held with the board and site management.
- ➤ Acquire resources for the investigation.

#### Resources

Accident investigation boards require resources of many kinds to carry out their work. The chairperson can help facilitate the investigation by identifying key resources required from the start.

DOE Accident Investigation Program Manager. The accident investigation Program Manager (referred to throughout this document as "Program Manager"), appointed by the Director, Office of Security Evaluations within the Office of Oversight, is responsible for administering the program on behalf of the Assistant Secretary for Environment, Safety and Health. These responsibilities can be grouped into two categories: (1) general Department-wide program responsibilities for Type A and Type B investigations; and (2) responsibilities associated with Type A investigations

office to discuss release of any statements regarding the completion of the board's activities.

#### **Security Issues**

Appropriate access to information should be considered during all aspects of the investigation. It is important to protect sensitive and classified information, the privacy of persons involved in the accident, and the board members' investigation activities. Locate all pertinent investigation materials in a secured location and make sure that a shredder is available to dispose of unneeded materials.

Arrange for a large conference room to be used by the board members for meetings; viewing photos, videos, and other evidence; conducting analyses; and other investigation activities. This room should be off-limits to non-board members (including janitorial staff) and locked after hours.

Consider the security clearance requirements at the accident site when selecting board advisors and consultants. Problems arise when individuals do not have the required level of security clearance for access to the facility and onsite escorts are needed.

#### **Status Meetings**

- Establishing a routine meeting schedule with the appropriate site management can provide an effective method for exchanging information and summarizing the status of the investigation.
- Schedule a block of time on the agenda for the daily board meeting to discuss the information obtained during the interviews conducted that day and how that information factors into the analysis of the investigation.

- @ Be aware of potential conflicts of interest resulting from using contractor-provided support. If possible, clerical support (e.g., typing the report, entering data into the accident investigation software) should be obtained from other sources.
- A It is important to designate an individual to act in the chairperson's place in case of an emergency, and others involved in the investigation should be notified about the temporary delegation.
- The chairperson may find it necessary to issue a memo authorizing costs incurred by board members covering additional travel expenses, rates for hotels that are over per diem, and incidental expenses.
- Establish a daily routine for the board, to include agreed upon times for beginning and ending each workday. Establish a maximum time duration for the workday (e.g., workday does not exceed 12 hours for safety considerations).
- a The chairperson should review assignments made to individual board members frequently to determine if additional resources or reassignments will be necessary.
- The chairperson should use daily meetings to monitor progress and to measure performance against the schedule of activity milestones. The chairperson should ensure that all meetings are structured and follow a predetermined agenda.
- The accident investigation board is not directly responsible for communicating with the press and other external organizations. The chairperson should, however, work closely with the appropriate public affairs

conducted by boards appointed by the Assistant Secretary for Environment, Safety and Health. The former includes developing Departmental policy; maintaining program guidance; coordinating the program with Headquarters and field and program office points of contact; maintaining program-related resource databases; providing or identifying acceptable program-related training; analyzing data from past accidents; verifying corrective actions; and assisting in disseminating lessons learned to the Department. The latter category includes assisting in the selection, appointment, support, training and qualification, and other activities of EH-1-appointed Type A accident investigation boards.

Field and Program Office Points of Contact. The point of contact is a DOE staff member assigned the role of liaison with the Program Manager. When an accident occurs, the point of contact assures that the accident scene is preserved until examined and released to the board, that initial written statements from witnesses and responders have been obtained, that pertinent physical evidence has been collected, that photos and a videotape record of the accident scene have been made, and that the medical condition of victims has been determined as soon as possible after the accident occurs. (If appropriate, the point of contact may request an autopsy be performed.) The point of contact arranges the briefing and the accident scene tour for the board on the day of their arrival, and will assist the board in obtaining documentation pertinent to the investigation.

**Readiness Team.** The readiness team consists of personnel at each site who are trained to perform initial response activities immediately following an accident and to begin the investigation process as quickly as

possible. They assume responsibility for initiating the accident investigation and maintaining the integrity of all evidence before the accident investigation board members arrive.

**Board Members.** Board members are DOE employees who are selected on the basis of their subject matter expertise, investigation process training, and experience. The chairperson may assist the appointing authority in selecting members. Each board should have at least one board member (or advisor/consultant) who has expertise in policy, standards and requirements applicable to the accident, and knowledge of how management oversight responsibilities are executed in line organizations.

The board members are responsible for collecting and analyzing information, reaching conclusions regarding causal factors, identifying judgments of need, and writing the report.

**Technical Experts.** Technical experts can be used to provide specialized expertise not otherwise available to the board. They may be DOE employees, DOE contractors or subcontractors, or outside personnel. They may be site personnel with knowledge of site processes, or the accident itself, or they may be individuals who posses expertise in specialized disciplines such as metallurgy, chemistry, or electricity. The need for technical experts will be dictated by the nature or the direction of the investigation. A listing of technical experts is available from the Program Manager.

**Photographer.** A photographer can provide an accurate photographic record of evidence and the accident scene, using techniques not commonly known to investigators.

#### **Tips and Lessons Learned**

#### **Getting Started**

- Be explicit about the board members' level of commitment when first briefing the board. Throughout the investigation, board members and advisors must consider the investigation to be their one and only activity and should not expect to be able to deal with home office issues or take time off away from the investigation.
- Board members should be advised to assemble their own credentials and materials required to perform the investigation. Examples include security badges, training certificates and cards, medical history, and personal safety equipment.
- Inadequate or slowly developing administrative support can severely hinder an investigation, so it is important to use a skilled administrative coordinator who can make the job of the board chairperson much easier.
- In the stressful situation created by the board's intense schedule and deliberations, it is essential that the chairperson understand group dynamics to manage the individual personalities of the board members. Care must be taken to ensure that strong-willed personalities do not dominate and influence the objectivity of the investigation, and that all viewpoints are heard and analyzed.
- © Some board members may have never worked on an effective team. The chairperson must focus on effective team activities, because members may not immediately see their value or may be caught up on their own tasks to the exclusion of the team.

**Legal Advisor.** A legal advisor is helpful in dealing with legal issues that may arise, including liability issues and concerns related to the Freedom of Information Act (FOIA) and the Privacy Act (PA). DOE counsel from the operations or field office having cognizance over the site, area, or facility involved generally fulfills this role. If this is not feasible, an attorney from the Office of General Counsel can assist the board.

**Medical Advisor.** In any investigation involving an injury, illness, or fatality, the medical advisor will be a key person in clarifying medical issues, obtaining information from other physicians, and producing the medical information for the investigation report.

**Union Advisor.** A union representative can provide information on work practices, facilitate interviews with union members, attend open meetings of the board, and convey to workers the board's desire to assure that the accident is thoroughly investigated.

Administrative Coordinator. An administrative coordinator who is familiar with the administrative and logistical needs and processes for an accident investigation provides essential support to the chairperson. The administrative coordinator should begin making administrative and logistical arrangements immediately so that start-up time is held to a minimum once the board arrives onsite. Normal support provided by the administrative coordinator includes reserving a block of rooms at a hotel for board members; arranging for court reporters; locating office space, furnishings, equipment, and supplies; scheduling required site-specific training; obtaining property passes for cameras, recorders, and other equipment; arranging for after-hours

access to the site and work space; managing the production of the investigation report; and providing support for the daily activities of the board.

**Technical Writer/Editor.** A technical writer can facilitate the report writing process. While board members have primary writing responsibilities, the use of a dedicated writer focuses responsibility for assembling the report, facilitates report preparation, and results in a more cohesive and readable report.

**Typist/Text Processor.** A board usually needs at least one typist to perform general secretarial and administrative tasks, such as filing, word processing, and answering phones. Often these personnel can be provided by the facility where the investigation is being conducted.

Court Reporters. Using a court reporting service enhances the interview process by increasing the timeliness and accuracy of interview transcripts. The use of court reporters gives all members of the board the opportunity to review interviews in which they did not participate, and provides a transcript that can be used to reconstruct or develop the chronology of events preceding the accident. When an investigation requires numerous interviews, use of court reporters is essential, and can help prevent the investigation from getting behind schedule in its early stages, when most of the interviewing takes place.

#### **Quality Assurance**

Formal quality control measures are necessary because of the seriousness and sensitivity of the work performed by the accident investigation board, and the need for accuracy, thoroughness, and perspective. While the chairperson may implement any quality assurance measures deemed necessary or helpful, the following procedures should be followed on every investigation:

- ➤ A thorough effort should be made to ensure that all facts gathered are verified, and that the analysis of those facts results in conclusions both consistent and logical.
- ➤ When essential portions of the draft report are complete, the board should ensure that each section is consistent with other sections, and that the conclusions are consistent with the facts, analyses, and judgments of need.
- ➤ At least the facts section of the draft report must be provided to the affected DOE and contractor managers for factual accuracy review and validation.
- ➤ DOE Order 225.1A requires that the report be reviewed by either the Assistant Secretary or the Deputy Assistant Secretary for Oversight and should be coordinated through the Program Manager. After the review, comments are provided to the appointing official and board chairperson, as appropriate. This review provides a quality check by staff not associated with the accident or the investigation, and it serves as another unbiased review.

# 1998

# YEARLY PLANNER

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# 1999

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#### **DOE Headquarters briefing**

Upon completion of the investigation activities, the chairperson and senior management of the site at which the accident occurred conduct a briefing to DOE Headquarters to present the board's findings and recommendations. Other briefings may be provided by the chairperson, including briefing the appointing official.

✓ To Do
☐ Submit final report to appointing official for acceptance
☐ Conduct a briefing for Headquarters
☐ Conduct a briefing for appointing official
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# **Day 29** Appointing official's report acceptance The investigation is considered complete when the appointing official accepts the report, including a minority report, if appropriate. The appointing official indicates formal acceptance by signing and dating an acceptance statement. This acceptance statement is incorporated into the final report. The chairperson usually drafts the acceptance statement for the appointing official. ✓ To Do ☐ Finalize the report ☐ Finalize acceptance statement

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#### **Lessons learned**

The purpose of conducting accident investigations is to determine the system deficiencies that allowed the accident to occur, so that those deficiencies can be corrected and similar accidents can be prevented. Summaries of deficiencies and the recommended corrective actions are identified as "lessons learned." In the interest of preventing recurrence of accidents, lessons learned are disseminated DOE-wide through reports, workshops, newsletters, and electronic means, as appropriate, to ensure that the results of investigations have the greatest effect for continuous improvement in environment, safety and health performance.

The Program Manager assists in disseminating lessons learned from accident investigations.

✓ To Do						
	Review and incorporate comments on the draft fina report	al				
	Identify "lessons learned" from draft final report					

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#### The role of the appointing official

Authority to appoint accident investigation boards and to assign individuals to conduct accident investigations resides with the appointing official, and must be established in writing. The written authorization shall include the scope of the investigation, the names of the individual board members being appointed, a specified completion date for the final report, and any special provisions deemed appropriate.

No persons serving on the board should have a conflict of interest, or have direct or line management responsibility for the facility, area, or activity involved in the accident. The board cannot include both a supervisor and his/her subordinate.

#### ✓ To Do

Accept appointment by letter, as board chairperson
Attend briefing by appointing official
Identify all appropriate site authorities
Contact site and obtain briefing from the Program Manager and field or program office point of contact
Assist in selecting, notifying, and briefing board members and consultants/advisors
Separate accident investigation activity from usual work; assign acting person for usual work
Request the Program Manager to search for information about similar accidents
Establish a preliminary accident investigation schedule, including milestones and deadlines
Travel to the accident site

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Day 27	
✓ To Do	
☐ Review and incorporate comments received on draft final report	
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#### Arriving at the accident site

Conduct a briefing with local DOE/contractor management. In this meeting:

- ➤ Introduce board members, advisors, and support staff
- ➤ Establish a liaison with the appropriate personnel on the site to ensure that clear lines of communication and responsibility are established
- ➤ Review preliminary facts, analysis, witness statements, etc.
- ➤ Identify accident scene security and ES&H requirements
- ➤ Establish information-control protocols (including press releases)
- ➤ Establish a regular briefing schedule with site management
- ➤ Determine that logistical support has been established

Visit the accident scene with board members/field or program office point of contact/readiness team to:

- ➤ Assume formal control of the accident scene
- ➤ Identify any potential hazards at the accident scene
- ➤ Determine need for additional photographic services
- ➤ Make management decisions regarding the accident site
- ➤ Secure all forms of evidence and keep a chain of custody

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Week # 4 Day:

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Day 26
✓ To Do
☐ Review and incorporate comments received on draft final report
☐ Schedule a briefing with appointing official
☐ Draft transmittal memo(s) for report distribution
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#### Day 1, continued

Conduct a closed meeting with board members. In this meeting:

- ➤ Introduce everyone
- ➤ Review data on hand
- ➤ Discuss observations from accident scene visit
- ➤ Establish formal chain-of-custody procedure for evidence
- ➤ Discuss the need for laboratory analysis or additional technical experts
- ➤ Orient board members on the investigation process, including collection of evidence, conducting interviews, analysis of data, determination of judgments of need, and report writing techniques
- ➤ Assign board member responsibilities
- ➤ Emphasize to board members that to complete the investigation within schedule, they may not have time to pursue every factual lead of medium to low significance
- ➤ Discuss investigation and report production schedule
- ➤ Draft an interview list and a standardized list of interview questions
- ➤ Verify that court reporters are available for interviews
- ➤ Determine the need for a telephone "hotline"
- ➤ Establish regular meeting schedule with the board

Finalize logistic, administration and housekeeping processes.

To Do
Conduct briefing with local DOE/contractor management
Visit the accident scene Conduct meeting with board members

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#### Releasing information to the public

The chairperson should instruct the board members not to communicate with the press or other external organizations regarding the investigation. This is the responsibility of the board chairperson until the final report is released, and he/she should work closely with a person designated by the site to provide other information, such as how to best produce and release any statement to site employees and the public.

✓	To Do
	Review and incorporate comments received on draft final report
	Draft transmittal memo to appointing official
	Establish a point of contact at the site for press releases
	Schedule final report production

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#### Interviewing

Human evidence can be extremely delicate. Witnesses can forget, overlook, or fail to recognize evidence of critical value to the investigation, and over time they can begin to rationalize what has happened. A witness interviewing schedule should be established as soon as possible, and interviewing should begin as soon as practical. A neutral location free from distractions should be used for these interviews. Each board member is responsible for assuring that the interviews are effective and productive. Court reporters should be used to document key interviews to ensure accuracy and quickly disseminate main points to board members.

Good interviewing techniques include planning the interview strategy ahead of time. Know what information is needed and what questions to ask. Establish a rapport before the interview starts. Ask for a narrative of the interviewee's first-hand knowledge, and ask open-ended questions.

✓ 10 D0
Attend scheduled meetings with the site
☐ Review list of standardized interview questions
☐ Begin interviews
☐ Determine if additional resources are required
☐ Prepare agenda for daily board meeting
☐ Review action item log
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# **Draft final report preparation**

The chairperson is responsible for final editing and production of the report, with assistance from administrative support staff.

The chairperson is also responsible for presenting the draft final report to the appointing official for formal acceptance, after which the report must be finalized and distributed.

When the final report has been produced, the chairperson should distribute a personal copy to each member of the accident investigation team with an appreciation letter attached.

✓ To Do
☐ Draft final report preparation
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#### **Obtaining needed information**

Be as specific as possible when requesting information from the site. Once received, all documents should be logged into the investigation file, and a check-in/out procedure should be established.

Board members should be encouraged to check the investigation file before making a document request and regularly exchange information they have obtained, thereby avoiding duplication of effort.

It is advisable for at least one board member or an advisor to have access to the incident reporting system (ORPS) to get information on other related accidents.

If deemed appropriate, issue a statement for release to all site employees that outlines the purpose and scope of the board's accident investigation activities. Solicit information pertaining to the accident and list the "hotline" phone number.

<b>✓</b>	10 D0
	Attend scheduled meetings with the site
	Make sure an investigation file has been established
	Arrange for telephone "hotline" for calls regarding accident, if necessary
	Issue a public announcement calling for information
	Review list of interviewees
	Review initial facts, analyses, and findings
	Prepare agenda for daily board meeting
	Review action item log

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# Day 23 Releasing the board members The chairperson should determine when each of the board members and advisors can be released. ✓ To Do ☐ Draft appreciation letters for board members, advisors, and support staff ☐ Draft final report preparation \_\_\_\_

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#### **Reviewing standards and requirements**

The investigators should consider the full range of management systems and operational controls, beginning at the first-line supervisor level, up to and including organization directors, site managers, and headquarters personnel, as appropriate, but this focus should not be directed toward individuals.

The investigators should apply the criteria for each of the principles of safety management established by the Department when deciding who to interview, what to ask, what documents to collect, and what facts are pertinent to the accident.

To Do
Attend scheduled meetings with the site
Develop chronology of events for accident
Begin draft 1 preparation of the report (outline prepared, writing assigned)
Prepare agenda for daily board meeting
Review action item log

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#### **Archiving records**

Permanent records must be maintained for Type A and Type B accident investigations, in accordance with DOE record retention requirements. Accident investigation reports do not contain all of the records and backup data associated with the investigation.

One of the final activities of the board will be to review and prepare the archive materials for long-term storage. All factual material and analysis products should be included, such as logbooks, board meeting minutes, correspondence, field notes, sketches, witness statements (including tapes, if used), analysis charts, photographs, location and custody of physical evidence, and various forms completed during the investigation.

The chairperson should ensure that the archive files have been reviewed, purged, and made ready for shipment to the appropriate storage location.

✓ To Do
☐ Review archive files and prepare for shipment
☐ Finalize a report production schedule
☐ Incorporate quality review comments into report
☐ Depart site
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#### **Collecting evidence**

All the evidence that is collected forms the basis for the investigation analyses and conclusions. Three general types of evidence will be collected:

- ➤ Human evidence (witness statements and observations)
- ➤ Physical evidence (matter related to the accident, such as equipment, parts, debris, fluids, etc.)
- ➤ Documentary evidence (paper and electronic information)

Establish a protocol for handling evidence that will ensure that everything is preserved. Critical evidence can be lost if it is prematurely altered or discarded. Closely monitor all analyses and testing of physical data to ensure that they are agreeable to both the board and the site contractor.

✓	To Do
	Ensure that evidence is being handled properly
	Continue interviews
	Review interview list and standardized questions
	Attend scheduled meetings with the site
	Review facts, analyses, and findings
	Continue draft 1 preparation of the report
	Prepare agenda for daily board meeting
	Review action item log

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#### Outbriefing

The chairperson should conduct briefings on the investigation's outcome for DOE and contractor line management at the site of the accident. Accident investigation participants should attend these briefings. The briefings should cover:

- ➤ The scope of the investigation as provided in the appointment letter
- ➤ The investigation's participants, including any subject matter experts or other consultants
- ➤ A brief summary of the accident (what happened)
- ➤ Direct, contributing, and root causes (why it happened)
- ➤ Judgments of need (what needs to be corrected)
- ➤ Who should be responsible for corrective actions

<b>✓</b>	To Do
	Conduct outbrief with site DOE and contractor management
	Prepare and distribute weekly status report, if necessary
	Conduct weekly status meeting with appointing official, if necessary
	Continue draft final report preparation
	Obtain board members' signatures for the report
	Prepare to depart site

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#### **Preliminary analyses**

Conducting preliminary analyses early in the investigation will help identify gaps in the information and will assist in developing questions used when conducting interviews. The analysis is also a critical prerequisite for developing and supporting conclusions, and thus its importance cannot be overstated.

The chairperson should consider the following:

- ➤ Obtaining more than one person trained in the analytical techniques, either as board members or as advisors to the board
- ➤ Starting the events and causal factors and the barrier and change analyses as soon as the initial facts are available
- ➤ Consider using accident investigation software as an aid in identifying information gaps and developing analyses and causal factors.

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	Attend scheduled meetings with the site
	Continue interviews
	Perform analysis of preliminary facts
	Complete first draft of accident chronology
	Continue draft 1 preparation of the report
	Select analytical methods
	Prepare agenda for daily board meeting
	Review action item log

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#### **Minority opinions**

If a board member(s) cannot agree on the conclusions reached at the end of the investigation, it is that board member's right to prepare a minority opinion. The chairperson should make every effort to understand the logic underlying the differing opinions and consider what changes might resolve the conflict, but if the conflict cannot be resolved, the chairperson must accept the opinion and include it in the final report. The minority report should only address these points of variance.

<b>✓</b>	To Do
	Conduct dry run of outbrief
	Draft final report comments due to administrative coordinator
	Draft appreciation letters for site support
	Send copy of draft final report to Program Manager for quality review

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#### **Reporting investigation status**

The chairperson may consider establishing a weekly status meeting with the appointing official and site upper management. During a previous investigation, a conference call was set up once a week to discuss the status and schedule of the investigation and to report any potential problems.

A written status report should be produced once a week and distributed by fax to managers, followed by the scheduled conference call with the appropriate personnel participating.

1	To Do
	Attend scheduled meetings with the site
	Prepare and distribute weekly status report
	Conduct weekly status meeting with the appointing official and site upper management
	Review list of interviewees
	Review facts, analyses, and findings
	Continue draft 1 preparation of the report
	Prepare agenda for daily board meeting
	Review action item log

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#### Requirements verification analysis

The verification analysis determines whether the flow from facts to analysis, conclusions, and judgments of need is logical. The goal is to eliminate conclusions that are not based on facts. One approach is to compare the facts, analysis, conclusions, causes, and judgments of need on a wall chart; and validate the continuity of facts through the analysis and conclusions to the judgments of need. This method also identifies any misplaced facts, insufficient analyses, and unsupported conclusions or judgments of need.

✓ To Do
☐ Conduct requirements verification analysis
☐ Continue preparing outbriefing materials
☐ Review and comment on draft final report
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#### Team review of findings

The chairperson should encourage board members to read interview transcripts, frequently review the facts and analyses, and brainstorm preliminary conclusions. This will ensure that all issues are addressed and that the investigation remains focused and within scope.

Frequent review of this information during report writing is considered very helpful to ensure that board members have considered all the facts and analyses as they pertain to each individual's writing assignment.

✓ To D	00
☐ Attend	scheduled meetings with the site
☐ Review	w facts, analyses, and findings
☐ Review	w list of interviews
☐ Contin	nue draft 1 preparation of the report
Prepar	re agenda for daily board meeting
☐ Review	w action item log
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#### Factual accuracy review

When the accident investigation report has been drafted in its final form, but before it is sent to the appointing authority for acceptance, the facts portion of the report should be reviewed by the affected organizations at Headquarters and at the site, to validate the factual accuracy of the contents of the report. It may be necessary to have other sections reviewed as well. This review is important for ensuring an accurate report and establishing the mutuality of positions for all affected parties.

Distribution of the report needs to be carefully controlled and it is recommended that this review be held in an area where numbered copies of the report can be controlled with a check-out/check-in procedure.

<b>✓</b>	To Do
	Ensure that comments on draft 3 of the report are received by administrative coordinator
	Conduct factual accuracy review meeting
	Review conclusions and judgments of need
	Begin preparing outbriefing materials

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#### Site contractor request for information

Site contractors involved in the accident will likely be conducting their own internal investigations, and may request information and updates from the board. The chairperson should establish a protocol for handling such requests that determines how much and what kind of information will be released.

The chairperson must ensure that any internal investigation conducted by a contractor and the board's investigation remain totally independent from each other, and that investigation activities are not becoming burdensome on site support services.

<b>✓</b>	To Do
	Attend scheduled meetings with the site
	Establish protocol for handling information requests
	Review facts, analyses, and findings
	Continue interviews, as necessary
	Continue draft 1 preparation of the report
	Prepare agenda for daily board meeting
	Review action item log

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#### **Exhibits and appendices**

Figures, graphs, charts, and diagrams can add value to the investigation report and should be designed to promote quick and easy comprehension. Photographs should have captions and carry labels, measurements, or other marks to aid in their interpretation.

Appendices are added as required to provide supporting information. As a general rule, the amount of documentation in the appendices should be limited. The appendices should not be more comprehensive than the report itself. If there is any doubt whether there is benefit for including material as an appendix, it should probably be omitted. All appendices must be referenced in the report.

1	To Do
	Review and comment on draft 3 of the report
	Assure that graphs, charts and appendices have been integrated into the report

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#### The accident investigation report

The purpose of the accident investigation report is to clearly and concisely convey the results of the investigation in a manner that will help the reader understand what happened, why it happened, and what can be done to prevent a recurrence. Investigation results are reported without attributing individual fault or proposing punitive measures. The report should constitute an accurate and objective record of the accident and should provide complete and accurate details of the investigation process, analytical methods, conclusions reached, and judgments of need to correct deficiencies that may have prevented the accident.

<b>✓</b>	To Do
	Attend scheduled meetings with the site
	Continue interviews, as necessary
	Send draft 1 of the report to board members for review
	Perform and document additional analyses as necessary
	Prepare agenda for daily board meeting
	Review action item log

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#### **Developing judgments of need**

The judgments of need are the board's judgment as to the managerial controls and safety measures necessary to prevent or minimize the probability or severity of a recurrence. This is the only reason for judgments of need. The board should avoid generic statements and focus on processes and systems, not individuals. Judgments of need should be stated in clear, concise, and direct language; should be based on the weight of the substantive evidence; and should provide the basis for subsequent recommendations for corrective action.

Judgments of need should not include site readiness process issues (e.g., site preservation, evidence control) unless they have a direct impact on the accident. These concerns should be noted in a separate memorandum to the appointing official.

✓ To Do	<b>√</b>
☐ Ensure that comments on draft 2 of the report are received by administrative coordinator	
☐ Prepare agenda for daily board meeting	
☐ Review action item log	
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#### Validating facts

As facts are gathered and reviewed, first impressions should not guide the investigation; rather, the board should review all facts in the totality of the accident's circumstances to ensure that only truly factual information is considered in determining what actually occurred. Facts must be constantly reviewed for relevance and accuracy, and must be validated. Not all information can be established as factual with complete certainty. Therefore, the board should identify areas of uncertainty in the report.

Relevant facts should not be overlooked. Investigators must examine evidence critically and establish an objective and independent account of the accident.

✓	To Do
	Attend scheduled meetings with the site
	Ensure that draft 1 of the report is received by administrative coordinator
	Review interview list to determine if additional interviews are necessary
	Prepare agenda for daily board meeting
	Review action item log

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#### **Arriving at conclusions**

Conclusions are significant deductions derived from the investigation's analytical results. Conclusions are derived from and must be supported by the facts plus the results of testing and the various analyses conducted. They are statements that answer two questions the accident investigation addresses: what happened and why did it happen? Conclusions always include concise recapitulations of the causal factors (direct, contributing, and root causes) of the accident determined by the analysis of facts.

Where appropriate, conclusions may be used to highlight positive aspects of performance.

<b>✓</b>	To Do
	Determine if scheduled meetings with the site can be discontinued
	Review and comment on draft 2 of the report
	Review preliminary conclusions
	Prepare agenda for daily board meeting
	Review action item log

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#### Assessing the progress of the investigation

The chairperson should arrange for periodic progress reviews with board members during the investigation.

Some key questions to consider when assessing the investigation progress are:

- ➤ Is the investigation on schedule?
- ➤ Is the investigation within scope?
- ➤ Are the board members focused and effective?
- ➤ Are additional resources needed?

It is important that time constraints do not compromise the quality of the investigation or of the report.

<b>✓</b>	To Do
	Attend scheduled meetings with the site
	Review and comment on draft 1 of the report
	Review findings and supporting facts/evidence
	Assess progress of investigation
	Prepare agenda for daily board meeting
	Review action item log

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#### Report format and content

The investigation report format should include the following:

- ➤ **Prologue** discusses the key management concerns and the primary lessons learned from the accident
- ➤ Executive Summary is written for the executive or general reader who may be relatively unfamiliar with the subject matter
- ➤ Introduction normally contains (1) a brief description of the accident and its results and a statement regarding the authority to conduct the investigation; (2) a brief description of the facility, area, or site; and (3) a description of the investigation's scope, its purpose, and the methodology used in conducting the investigation
- ➤ Facts and Analysis states the facts related to the accident and the analysis of those facts
- ➤ Conclusions and Judgments of Need includes conclusions in the form of statements of what was found by the board, and identified needs (actions) required to prevent future accidents

<b>✓</b>	10 D0
	Attend scheduled meetings with the site
	Prepare and distribute weekly status report
	Conduct weekly status meeting with appointing official and site upper management
	Review interview list to determine if additional interviews are necessary
	Prepare agenda for daily board meeting
	Review action item log

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#### **Analyzing facts**

Most of the analyses are done using tools such as change analysis, barrier analysis, root cause analysis, and events and causal factors analysis. The results of applying each technique should be identified in the report. If the board arrives at different conclusions from each type of analysis, the report should explain how they fit together. Analysis focuses on the facts and leads to defining causes and conclusions. The board must thoroughly document the methodology it uses to arrive at its understanding of the facts, conditions, and circumstances, and to identify inferences developed to support conclusions, opinion of causes, and judgments of need.

<b>√</b>	To Do
	Attend scheduled meetings with the site
	Ensure that comments on draft 1 of the report are received by administrative coordinator
	Review analytical methods
	Prepare agenda for daily board meeting
	Review action item log

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Washington, DC 20585			
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U.S. Department of Energy			
19901 Germantown Rd.			
Germantown, MD 10874-1290			
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U.S. Department of Energy	
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Washington, DC 20585	Telephone (202) 586-5755
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Dennis Vernon, EH-21		
Office of Oversight		
DOE Accident Investigation Progr		
19901 Germantown Road	Telephone (30	01) 903-4839
Germantown, MD 20874-1290	Fax (30	1) 903-4120
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# Accident Investigation Start-up Activities Chairperson Responsibilities

Description of Activity	Name of Designated Lead
Attend briefing by appointing	HQ
official	Site
	Other
Assist in selecting, notifying, and	HQ
briefing board members and consultants/advisors	Site
consultants/advisors	Other
Identify all appropriate site	HQ
authorities	Site
	Other
Obtain details of accident from	HQ
site readiness team leader and	Site
other site parties	Other
Ensure that adequate evidence	HQ
preservation and collection activities were initiated	Site
activities were initiated	Other
Begin identifying and collecting	HQ
background and factual information	Site
information	Other
Ask the Program Manager to	HQ
search for information about similar accidents	Site
similar accidents	Other
Review all forwarded site and	HQ
board member information	Site
	Other
Reassign normal business	HQ
commitments	Site
	Other



# Accident Investigation Start-up Activities Chairperson Responsibilities (cont'd)

Description of Activity	Name of Designated Lead
Establish a preliminary accident	HQ
investigation schedule, including	Site
milestones and deadlines	Other
Contact selected board members,	HQ
consultants/advisors, and site	Site
personnel	Other
Arrange travel for self and	HQ
expedite board travel arrangements	Site
	Other
Establish administrative support	HQ
	Site
	Other
Determine that logistical support	HQ
for the accident investigation is established	Site
established	Other
Travel to site	HQ
	Site
	Other

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#### Accident Investigation Start-up Activities Administrative Coordinator Activities

Description of Activity	Name of Designated Lead
Make hotel selection and reserve a	HQ
block of rooms for the board	Site
	Other
Determine site/field office points	HQ
of contact for administrative and	Site
logistical support	Other
Arrange for local court reporter	HQ
support for interviews	Site
	Other
Arrange for office/work space and	HQ
furnishings for the board	Site
	Other
Arrange for a large, dedicated	HQ
conference room that can be	Site
locked when not in use by the board	Other
Arrange for several small, hard-	HQ
walled offices to be used for	Site
conducting interviews	Other
Arrange for security badges/passes	HQ
for members of the board	Site
	Other
Arrange for property permits for	HQ
personal equipment (cameras,	Site
laptops, etc.) for members of the board	Other



# Accident Investigation Start-up Activities Administrative Coordinator Activities (cont'd)

Description of Activity	Name of Designated Lead
Arrange for specific security,	HQ
access, safety, and health training,	Site
as required	Other
Arrange for dedicated telephone	HQ
services and a fax machine	Site
	Other
Arrange for a dedicated, high-	HQ
speed copy machine that has	Site
collating and stapling capability	Other
Obtain office supplies and	HQ
consumables for use by the board	Site
	Other
Arrange after-hours access to site	HQ
and work space, and assume	Site
responsibility for all keys/cards provided by the site	Other
Prepare and maintain the interview	HQ
schedule	Site
	Other
Create and maintain accident	HQ
investigation files	Site
	Other
Arrange for an area central to	HQ
work space to locate documents,	Site
lockable file cabinets, high-speed copy machine, large-volume	SILE
document shredder(s), and fax machine	Other

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### Accident Investigation Equipment Checklist

Checklist	<b>✓</b>	Notes	
Document Packet			
DOE Order 225.1A Accident Investigations			
Implementation Guide for Use with DOE Order 225.1A			
Chairperson Day Planner			
Accident Investigation Preliminary Interview List			
Witness Statement Form			
Change Analysis Form			
Barrier/Control Analysis Form			
Site Documents			
Organization charts			
Facility maps			
Applicable blueprints and as-built drawings			
Policies and procedures manuals			
ES&H manuals			
Training manuals			
Phone books (local, facility, and HQ)			



### Accident Investigation Equipment Checklist (cont'd)

Checklist	✓	Notes	
Office Supplies			
18 In/Out baskets			
Adhesive notes (assorted sizes & colors)			
Adhesive flags (assorted colors)			
Chart paper (1/4" grid)			
12 hard-bound journals			
2 boxes suspension folders			
12 letter-size expandable files			
3 boxes computer disks			
1 box full-page dividers			
8 calendars			
3 boxes pens, red			
3 boxes pens, black			
4 heavy black markers			
1 box yellow highlighters			
1 box pencils (hard)			
12 boxes paper clips			
12 boxes binder clips (assorted)			
1 box rubber bands (assorted)			
1 heavy-duty stapler			
1 box heavy-duty staples			

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#### Accident Investigation Equipment Checklist (cont'd)

Checklist	✓	Notes		
Special Devices				
Engineer's scale				
Metric conversions				
Calculators				
Calipers, inside and outside diameter				
Personal Protection Equipment				
Hard hats				
First aid kit				
Glasses, other eye protection				
Gloves, leather or canvas				
Ear plugs, other hearing protection				
Vest, orange flagperson's				
Steel-toed boots or shoes				
Dust masks, respirators				

This list is not exhaustive or limiting. Use this checklist as a starting point and add or delete items as needed.



#### Accident Investigation Equipment Checklist (cont'd)

Checklist	✓	Notes	
Office Supplies (continued)			
1 heavy-duty staple remover			
4 boxes staples			
8 desk staplers			
8 staple removers			
8 tape dispensers/tape			
4 scissors			
2 three-hole punch			
2 clipboards			
12 three-ring binders — (1", 2", 3")			
2 boxes manila file folders			
Assorted file folder labels			
Overnight mailing supplies			
12 phone message pads			
6 bottles all-purpose correction fluid			
Assorted envelopes (9" x 12", 5" x 7", 10" x 13")			
DOE-HQ memorandum letterhead			
24 ruled notepads			
12 steno pads			
3" x 5" index cards			



## Accident Investigation Equipment Checklist (cont'd)

Checklist	1	Notes		
Office Supplies (continued)				
Return address labels				
Packing boxes				
5 boxes double-pocket portfolio (assorted colors)				
Nylon filament tape				
Office Equipment				
Telephones				
Answering machine or voice mail capability				
Computers/software		Provided by EH-21 for Type A investigations		
Letter-quality printers		Provided by EH-21 for Type A investigations		
Camera with flash		Contained in Type A "Go Kit"		
Film				
Portable cellular phone				
50 3.5" formatted diskettes with labels				
Pagers (beepers)				
Fax machine				
Cassette tape recorder, cassettes, and batteries				
High-speed photocopier (multifunction)				



## Accident Investigation Equipment Checklist (cont'd)

Checklist	✓	Notes		
Office Equipment (continued)				
Document shredder				
Electric pencil sharpener				
Tools				
Flashlight or lantern (explosion-proof)		Contained in Type A "Go Kit"		
Spare batteries and bulb for flashlight		Contained in Type A "Go Kit"		
Steel tape measure — 100-ft.		Contained in Type A "Go Kit"		
Scale — 12 inch ruler				
Scissors (heavy-duty)				
Compass — professional type (e.g., MILSPEC Lensatic or surveyor's)				
Magnifying glass				
Inspection mirrors — large & small dental				
Toothbrush — natural bristle				
Twine — 300-ft. package wrapping				
Cardboard tags, string		Contained in Type A "Go Kit"		
Masking tape (2-inch)		Contained in Type A "Go Kit"		